Emergency Support Function

2016

Annex # 4
Firefighting

Montana Emergency Response
MERF
Framework

MONTANA
DNRC
MT DEPARTMENT OF NATURAL RESOURCES & CONSERVATION
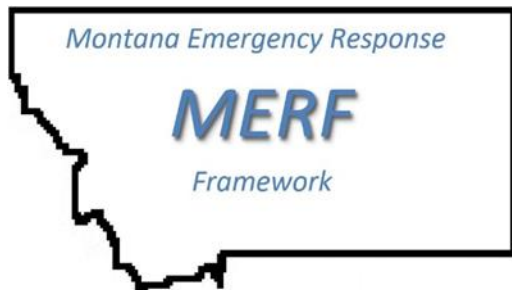
Authorization & Concurrence:

This Annex is considered operational and serves as a guide for rendering assistance whenever the **Montana Emergency Response Framework** (MERF) is activated. It supersedes all previous editions.

Approved: _____   Date: _____

Record of Changes

All changes to this plan annex are to be dated on the master copy kept by the Montana Department of Natural Resources and Conservation.

Date Posted	Change	Recommending Agency/Individual

Record of Concurrence

When assistance is requested by the Department of Natural Resources & Conservation (DNRC), the following agencies have concurred to provide the role of supporting the DNRC in rendering assistance to state, local, and tribal jurisdictions within the State of Montana during an emergency, disaster, or incident whenever ESF #4 is activated:

Support Agencies	Authorized Representative	Date of Concurrence

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Section I: Agencies

Coordinating Agency:
Montana Disaster & Emergency
Services

Primary Agency:
Department of Natural Resources &
Conservation

Support Agencies:
Montana Department of Military Affairs (DMA)
Montana Department of Justice
Montana State Fire Chiefs' Association
Montana Department of Transportation
Montana State University Extension Service
Montana Department of Corrections
Montana Department of Fish, Wildlife and Parks
Montana All Threats Intelligence Center
Montana Department of Livestock
Montana Sheriff Offices
Montana Local & Tribal Agencies

Section II: Purpose & Scope

Purpose:
The purpose of this Emergency Support Function (ESF) is to provide procedures for the mobilization and coordination of firefighting personnel, urban search and rescue personnel, equipment, and supplies in support of local governments in the event of a fire, urban conflagration, other firefighting-related emergency, significant natural disaster, or other events requiring firefighting and/or urban search and rescue response within the state that exceed the capabilities of local resources to manage.

ESF #4 – Firefighting provides State support for the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an incident requiring a coordinated cohesive State response for assistance.

This Annex is a part of the *Montana Emergency Response Framework* and was designed to be consistent with and subordinate to higher-level plans including the *National Response Framework*.

Scope:
ESF #4 - Firefighting provides personnel, equipment, and supplies in support of State, Tribal, and local agencies involved in response to fires and emergencies exceeding the capabilities of local, State, or Tribal resources.

Section III: Assumptions & Relationships

Assumptions
- Each level of government, private and volunteer organizations will respond to an incident within the limits of available resources, including pre-arranged mutual aid, and subsequently may request assistance from its next highest level of support if required; e.g., municipality to county to state to federal government.
- Major fires and other emergencies that exceed local, county and Tribal capabilities will occur.
- Fires will threaten lives, property, infrastructure, and natural resources.
- Firefighting resources may be prioritized to assist in controlling fires posing a threat to life, property and the environment.
- Responders may face added difficulties or hindrances after a catastrophic event because of extensive damage to the local infrastructure. Such damage may then create environmental, safety, and health hazards such as downed power lines, unstable foundations or structures, exposure to biohazards, toxins, and blood-borne pathogens.
- Terrorism events may result in major structural fires, structural collapse, mass casualties, and the need for mass decontamination.
- Access to damaged areas will be restricted.
- Successful management of catastrophic fire incidents will require organized, interagency cooperation at all levels of government.
- Agencies that commonly support large wildfire suppression operations, including the DNRC, National Guard, U.S Forest Service, Bureau of Land Management, Tribes, and Counties will receive urgent requests from non-wildfire agencies for personnel, equipment, and supplies. Many of the resources commonly available for use in fighting large wildfires may be scarce or unavailable.
- Wildland firefighting forces may be diverted to assist in the control of fires in urban areas because of more urgent threats to life, property, and the environment and due to shortages of urban firefighters required to respond to other types of emergencies.
- An efficient and effective mutual aid system among the various local jurisdictions, State, and Federal fire agencies requires the use of the NIMS together with compatible firefighting equipment, mobilization procedures and communications.
- The federally funded Fire Management Assistance Grant Program (FMAG) provides financial assistance to state, local and Tribal governments for the mitigation, management and control of fires on publicly or privately owned forests or grasslands. A federal fire management assistance declaration may be requested and issued for an uncontrolled fire when a threat of a major disaster exists.
- Agreements are in place between local, county, State, Federal, and Tribal entities defining cooperation, roles, and access to resources

Relationships

This section describes how ESF #4 relates to other elements of the whole community.

Situation

- Under the best of circumstances, the management of a large firefighting operation is complex, often involving hundreds of people and several different agencies and local jurisdictions. Fires resulting from or independent of, but concurrent with, a catastrophic event will place extraordinary demands on available resources and logistics support systems.

- A major emergency or disaster may cause conditions that place persons in life-threatening situations requiring prompt rescue and medical care. Rescue personnel can encounter extensive damage to structures, which require urban search and rescue expertise not available at all local levels.

- The potential for damage from fires in urban areas is especially high during and after a major disaster or terrorism events. Numerous fires have the potential to spread rapidly causing extensive damage, threatening life and property. Normally available firefighting resources may be difficult to obtain and utilize because of massive disruptions of communications, transportation, utility and water systems.

- Local fire departments will be one of the primary response agencies in most terrorist events (conventional, chemical and radiological). They may also provide important support roles during response to and recovery from a bioterrorism event.

- Wildfires occur as unscheduled emergency events in wildland fuels (prairie or forest vegetation) and also in fuels that include a combination of wildland and man-introduced fuels (houses and improvements), i.e., the wildland urban interface.

- Wildfires involve or threaten human life, residential housing, other improvements, and natural resources. Due to natural fuels build-up and increased population in wildland urban interface areas, wildfires exceeding the control efforts of local and county resources are becoming more common and more complex.

- Wildland firefighting in Montana is interagency in nature involving state, county, local, Federal, and tribal partners. Montana Department of Natural Resources and Conservation is the organizational bridge between Federal agencies and county/local partners.

Local, Tribal, & State Government

- The Montana Emergency Resource Mobilization Plan (Mobilization Plan) specifies procedures for the mobilization and coordination of resources statewide to respond to any type of emergency requiring additional resources. ESF #4 will use the Mobilization Plan to obtain additional fire and other resources, as needed.
- Cities, towns, counties, rural fire districts, fire service areas, and other fire protection organizations are responsible for requesting state support through the appropriate county emergency management agency when an incident exceeds local capabilities.
- Additional assistance may be provided by other State agencies, private companies, and cooperating industries. Based on known or projected threats, imminent hazards or predicted disasters requiring additional resources, ESF #4 may mobilize resources and stage them at designated locations, in a condition to respond, if assistance is requested, or it becomes apparent they will be required.
- Firefighting involves managing and coordinating firefighting support to local, State or Tribal agencies for the detection and suppression of fires, as well as mobilizing and providing personnel, equipment, supplies and Incident Management in support of local, State and/or Tribal agencies.
- Ordering and tracking of resources is accomplished through activation of the State Emergency Coordination Center's (SECC) Resource Ordering and Status System (ROSS) dispatch function.
- EMAC requests will be processed, through the SECC, in cooperation with DES.
- ESF #4 will coordinate deployment of liaison staff to local government and Montana State Emergency Coordination Center, as necessary, in order to support the implementation of this plan.

Private Sector/Nongovernmental Organizations

- Private-sector resources for firefighting support are mobilized through standard contract procedures.

Section IV: Core Capabilities

The following table lists the response core capabilities that ESF #4 supports, along with the related ESF #4 actions. Though not listed in the table, all ESFs, including ESF #4, support the core capabilities of Planning, Operational Coordination, and Public Information and Warning. The following table lists the Response core capabilities that ESF #4 most directly supports:

Core Capability	ESF #4 Firefighting
Critical Transportation	Provides engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, and repair of roads and bridges and resources (personnel and equipment) necessary to clear fallen trees, brush and debris from city, county, and state roads to facilitate emergency access in disaster area.
Operational Communications	• Provides radio communications systems to support firefighters, law enforcement officers, and incident response operations. • Provides engineers, technicians, and liaison staff to assist the SECC and ESF partners. • Provides Statewide Interagency Radio Support systems for use by damage reconnaissance teams and other applications. • Provides appropriate communications personnel to accompany radio systems for user training and operator maintenance indoctrination.
Logistics & Supply Chain Management	• Obtains an initial fire situation and damage assessment through established intelligence procedures; determines the appropriate management response to meet the request for assistance; and obtains and distributes, through appropriate channels, incident contact information to emergency responders mobilized through ESF #4. • Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned; and ensures that all employees involved in all-hazard response will be supported and managed by an agency leader, agency liaison, or interagency incident management team. • Ensures that an all-hazard incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified. • Provides command, control, and coordination resources, to include incident management teams, area command teams, and multi-agency coordination group support personnel, to local, state, tribal, territorial, insular area, and Federal agencies in support of emergency operations. • Provides staff to support incident facilities, facility, property, telecommunications and transportation management.

Core Capability	ESF #4 Firefighting
Logistics & Supply Chain Management (continued)	• Provides direct liaison with local, state, and tribal area emergency operations centers (EOCs) and fire chiefs in the designated area, as appropriate. • Provides support to enhance the resilience of local, state, tribal, territorial, and insular area firefighting agencies. • Analyzes each request before committing people and other resources; ensures employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazard environment to which they are assigned; and ensures that all employees involved in all-hazard response will be supported and managed by an agency leader, agency liaison, or interagency incident management team. • Ensures that an all-hazard incident-specific briefing and training are accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazards are addressed. Key protective equipment and associated needs for tasks that employees do not routinely encounter or perform will be identified. • Provides command, control, and coordination resources, to include incident management teams, area command teams, and multi-agency coordination group support personnel, to local, state, tribal, territorial, insular area, and Federal agencies in support of emergency operations. • Provides staff to support incident facilities, facility, property, telecommunications and transportation management. • Provides direct liaison with local, state, and tribal area emergency operations centers (EOCs) and fire chiefs in the designated area, as appropriate. • Provides support to enhance the resilience of local, state, tribal, territorial, and insular area firefighting agencies.
Infrastructure Systems	• Provides engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, and temporary repair of essential public facilities, water supply, and sanitation. • Provides expertise and personnel to assist with assessment of emergency services sector critical infrastructure.
Mass Care Services	• Provides appropriate resources (e.g., cots, blankets, sleeping bags, personnel) for shelters.
Mass Search & Rescue Operations	• Mass Search & Rescue Operations Provides equipment and supplies and use of interagency contract aircraft during incidents, based on standby agreements and contingency plans.

Core Capability	ESF #4 Firefighting
On Scene Security, Protection, & Law Enforcement	May provide trained public safety, law enforcement, investigations, and security resources if appropriate authority is provided.
Public Health, Healthcare, & Emergency Medical Services	Provides appropriate personnel, equipment, and supplies, primarily for communications and aircraft for deployed public health and medical teams.

Section V: Operational Functions

The general tasks for ESF #4 include:
- The Montana Emergency Resource Mobilization Plan (Mobilization Plan) specifies procedures for the mobilization and coordination of resources statewide to respond to any type of emergency requiring additional resources. ESF #4 will use the Mobilization Plan to obtain additional fire, rescue and other resources, as needed.
- Cities, towns, counties, rural fire districts, fire service areas, and other fire protection organizations are responsible for requesting state support through the appropriate county emergency management agency when an incident exceeds local capabilities.
- Additional assistance may be provided by other State agencies, private companies, and cooperating industries. Based on known or projected threats, imminent hazards or predicted disasters requiring additional resources, ESF #4 may mobilize resources and stage them at designated locations, in a condition to respond, if assistance is requested, or it becomes apparent they will be required.
- Firefighting involves managing and coordinating firefighting support to local, State or Tribal agencies for the detection and suppression of fires, as well as mobilizing and providing personnel, equipment, supplies and Incident Management Teams in support of local, State and/or Tribal agencies.
- Ordering and tracking of resources is accomplished through activation of the State Emergency Coordination Center's (SECC) Resource Ordering and Status System (ROSS) dispatch function.
- EMAC requests will be processed, through the SECC, in cooperation with DES.
- ESF #4 will coordinate deployment of staff and liaisons to local government and Montana State Emergency Coordination Center, as necessary, in order to support the implementation of this plan

The following table lists the Response operational functions that ESF #4 primary agency and support agencies most directly supports:

Primary Agency	Operational Functions:
Department of Natural Resources & Conservation	**Forestry Division - Fire and Aviation Management Bureau** • Serve as primary agency during an activation of the SECC for ESF #4 and coordinate with supporting agencies. • Provide incident management support. • Task personnel to accomplish support responsibilities. • Provide personnel and equipment as needed and available. • Provide Department resources as necessary for inter-department communication and incident support. • Coordinate with MDT permanent and mobile electronic road signs as needed for prevention, evacuation, road closure, response, and mitigation activities. • Request fire prevention teams, as necessary. • Notify all ESF #4 supporting agencies upon activation. • Maintain database inventories of fire service facilities, equipment, and key personnel throughout the State. • ESF #4 will supply a liaison to the SECC (upon request).

Supporting Agencies	Operational Functions:
Department of Justice	**Montana Highway Patrol:** Assist in providing evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations. **Fire Prevention & Investigation Section (State Fire Marshal):** • Task personnel to accomplish support responsibilities. • Provide assistance to local agency fire organizations and the Montana Department of Natural Resources and Conservation as requested. • Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.
Montana Department of Transportation	• Identify, train, and assign MDT personnel to maintain contact with and prepare to execute missions in support of ESF #4 during periods of activation. • Maintain inventories of MDT assets that may be utilized to support fire service operations. • Provide equipment, fuel, personnel, shop service, and transportation assets to support fire service operations.
Montana Department of Corrections	• Provides minimum-security inmate personnel for firefighting crews and other emergency or disaster work. • Provides shelter for emergency or disaster victims at correction facilities, as possible. • Provides personnel and equipment to assist with special assignments. • Coordinates the documentation and reporting of emergency disaster-related expenditures to qualify for state or federal reimbursement.

Supporting Agencies	Operational Functions:
Montana Department of Fish, Wildlife, & Parks	• Montana Department of Fish, Wildlife and Parks • Provides Wardens to assist with traffic control, evacuations, communications, law or other logistical assignments. • Provides available reconnaissance aircraft and transport, as requested. • Provides available road repair equipment, flatbed trucks, and 4-wheel drive vehicles, as requested. • Provides facilities, as available, to support incident operations.
Montana All Threats Intelligence Center	Provide information to ESF #4 concerning Threat Condition Levels and provide coordination for the implementation of protective actions or measures related any changes in Threat Condition level.
Montana Sheriff Offices	• Coordinate with the local or on-site Incident Commander within the disaster area for tactical deployment of unit resources. • Coordinate with the local or on-site Incident Commander to determine evacuation areas, road blocks and access control points. • Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.
Local & Tribal Agencies	Provide requested resources as available and document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.
Montana State Fire Chief's Association	• Develop procedures for coordinating structural fire mutual aid resources. • Serve in the ESF #4 representing the structural fire service. • Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.
Montana Department of Livestock	• Assist with evacuation and traffic control from impacted areas in coordination with local authorities and provide for road closures as needed during emergency operations. • Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.
Montana Department of Military Affairs	**Disaster & Emergency Services:** • Maintain 24-hour alert and warning system. • Develop and maintain Resource Mobilization Plan. • Maintain SECC in a fully operational status. • Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement. **National Guard:** • Provide liaison to the SECC to coordinate National Guard support resources, as requested. • Activate the National Guard Joint Operations Center for the deployment of military support resources. • Establish military liaison with the IC when military support resources are deployed. • Make recommendations to The Adjutant General on the use of National Guard resources. • Document and report emergency disaster-related expenditures to qualify for state or federal reimbursement.

Supporting Agencies	Operational Functions:
Montana State University Extension Service, Fire Services Training School	Provide fire & rescue training through the Fire Services Training School.